RESOLUTIONS ON THE BUDGET.

Resolution No. 1.

MR. K. NARAYANA SETTY moved the following resolution :—

"This Assembly recommends to Government to allot at least Rs. 3,000 in the State Budget to help the Land Mortgage Societies till they become self-supporting."

In doing so, he said that the land mortgage societies had to pay interest at 7 per cent on advances made by the Land Mortgage Bank. The rate of interest charged on loans issued by such societies to their members was 8 per cent so that the margin of profit was as small as 1 per cent, and this was not enough to meet their expenditure on account of establishment, rent on premises, contingencies, bonus to staff, etc. They were called upon to transact business to the extent of about Rs. 80,000, but funds to that extent could not be drawn, because they were unable to pay interest on such a large sum. The mover therefore requested that, at least until the societies could afford transactions up to Rs. 80,000, the Government should help them with necessary funds. In his own opinion, about Rs. 8,000 should be provided in the budget for the purpose, even though he had prayed for only Rs. 3,000 in the resolution.

MR. B. GOPALACHAR supported the resolution and said that, as a Director of the Land Mortgage Bank, he was convinced that at least a sum of Rs. 10,000 was required if all the credit societies were to be adequately financed.

MR. V. V. IYER also spoke in favour of the resolution.

THE FIRST MEMBER OF COUNCIL stated that Government could provide only a small amount for this purpose in the current year's budget. They had received a representation from the Land Mortgage Bank that an increased provision might be made. Government proposed to examine the question again with a view to see if any enhancement of the allotment was possible. It cannot now be stated what addition to the existing provision could be made.

In view of the above sympathetic reply of Government, the mover withdrew the resolution.

Resolution No. 2.

MR. HOSAKOPPA KRISHNA RAO moved the following resolution :—

"This Assembly recommends to Government the imminent neces-

sity for reducing the cost of establishment in higher services, by means of appreciable reduction in the pay of officers drawing salaries over and above Rs. 200 and of abolition of offices which are superfluous and not really necessary."

He said that, in matters like this, the Government should emulate the example of only countries whose political conditions were exactly similar to those in the State. It did not matter if such countries were far off from Mysore. It was not proper to compare local conditions with those of the surrounding provinces and presidencies of British India, because the administrators of those provinces were foreigners whose interests were not identical with those of the people they governed. Government had lost sight of this important fact and that was why all the representations and suggestions of members of the Assembly had become cries in the wilderness. They were not even prepared in previous years to agree with the people that everything was not well with Mysore financially. The speaker was glad that, at least now, the Government was straightforward enough to admit that the State was not prosperous and had to face deficit budgets. They had now taken measures of retrenchment with a view to balance the budget, but those measures were too inadequate to meet the needs of the situation. If the object in view was to be gained, very drastic measures of retrenchments had to be taken up, not as a temporary step as now appeared to be the case but as a permanent step. If this was accepted, two things would have to be done, *viz.*, prescribing the maximum scales of pay for the various posts as well as the maximum number of such posts. It should be borne in mind that the subjects of the State had reached the utmost limit of their taxable capacity, no more of taxation could be thought of, and at the present scale of income and expenditure, the State could not afford to give adequate attention to important nation-building departments like education, hospitals, roads and other communications. Even the present scale of expenditure would become impossible in future; because the income under Forest, Excise and Land Revenue was showing a fall; under Excise, for instance, there might be no income whatever later on if there was an awakening on the part of the masses and if they realized all the baneful effects of the drink evil. It would therefore be wise for the Government to prepare for such a time from now and adjust their scale of expenditure under various heads accordingly.

Whenever a reduction of the scales of pay was suggested, it was usual for the Government to say that that might

interfere with the efficiency of the services and remove the sense of security which was so essential to public service. The speaker had no sympathy whatever with arguments like that. There were patriots enough within the State who had the capacity for work of every kind as well as the willingness to take up responsible posts on lower salaries than now prevailed. These salaries had been introduced at a time when, local people not being trained for discharging the responsibilities of high offices, foreigners on high salaries had to be imported; but conditions had changed now and a reduction of the scale of salaries was urgently called for.

But it had to be borne in mind, at the same time, that it was unfair to effect such reductions in the case of salaries of less than Rs. 200. The persons getting less than Rs. 200 were middle class men who should be allowed to maintain their standard of life at the present level; otherwise their efficiency was sure to suffer. Cuts should be confined to cases of salaries above this limit. The reduction in the case of officers drawing over Rs. 1,000 should be 50 per cent. If these suggestions were given effect to, the resulting savings would be something like Rs. 30 lakhs. The revised budget of the current year showed that about Rs. 30 lakhs of expenditure had to be incurred over and above the original estimate. All this could have been avoided if these suggestions of the member, which had been expressed at the previous session of the Assembly also, had been accepted by Government. He hoped that at least now they would be accepted and given effect to and that all unnecessary appointments would also be abolished.

MR. BELUR SRINIVASA IYENGAR seconded the resolution. He was glad that a cut in salaries had been effected by Government, in spite of the fact that the Retrenchment Committee had thought it unnecessary. But the action taken already was not enough and there was scope for more retrenchments. A reference to the Civil List would show, for instance, that a number of personal, conveyance and other allowances were being given to many officers; very often, one and the same officer was in receipt of more than one allowance. The question now was whether it was necessary to give so many allowances to particular officers and whether the Government were bound to pay them to those officers under any contracts of service. The speaker thought that, in a majority of cases, this was not the case and the officers themselves, being subjects and permanent residents of the State, would willingly consent to forego some of those

allowances if an appeal was made to them in this behalf The member instanced the cases of some of the officers, with reference to the Civil List, who were drawing more than one allowance.

THE SECOND MEMBER OF COUNCIL explained the reasons why the allowances were continued in each of those cases.

MR. BELUR SRINIVASA IYENGAR remarked that, whatever those reasons be, the Government had not risen to the occasion commensurate with the legitimate grievances of the people as a whole. He appealed to the Government not to treat the people's requests and suggestions too lightly. For instance, they had suggested on a former occasion that salary cuts should not be uniform throughout and yet the Government had ordered a uniform cut of 10 per cent in the case of salaries from Rs. 350 upwards. This, in his opinion, was very light. He suggested the cut to be 10 per cent in the case of salaries ranging from Rs. 350 to Rs. 1,000, 12½ per cent in the case salaries from Rs. 1,000 to Rs. 1,500, and 15 per cent in other cases. If this was done, the difficulties which the Government were now facing would immediately disappear. There was no doubt that such a step would result in some difficulty to the individual officers concerned but that could not be helped. But it ought not to result in discontent on their part because the present was a time of extraordinary difficulty for Government.

The speaker thought that there were many unnecessary appointments in the various branches of the Agricultural and Industries Departments. He said that the State was deriving little use from a large number of those officers. That, at any rate, was what he as a practical agriculturist for some time thought. He quite realized that the Government could not dispense with those officers all of a sudden; but he would be satisfied if they promised to absorb them in other more useful appointments and abolish their posts gradually. But if, on the other hand, the Government said that they had already done whatever was possible and that nothing further remained to be done, he would point out that Government had not analysed the situation so well as the representatives of the people had, as could be gathered from the fact that all the apprehensions of the people, which the Government had consistently but erroneously styled misapprehensions, had actually proved true, and that similarly the Government would soon realize that the suggestions now urged by those people were also

reasonable and necessary, even though such people had no access to all the facts and figures at the disposal of the Government.

THE FIRST MEMBER OF COUNCIL observed that the resolution contained two suggestions, *viz.*, that salaries over Rs. 200 should be appreciably reduced and that unnecessary appointments should be abolished. He said that the second suggestion that superfluous appointments should go was perfectly sound as a general proposition. It is however difficult to decide which are such appointments. Mr Belur Srinivasa Iyengar referred to some appointments in the Agricultural Department as unnecessary, but he thought that Mr. Srinivasa Iyengar would not have formed this opinion if he had acquainted himself with the work done by the officers holding those appointments.

MR. BELUR SRINIVASA IYENGAR observed that it was possible to get competent men to take up some of the technical appointments like that of the Inspector of Boilers on much lower salaries.

THE FIRST MEMBER OF COUNCIL replied that it might be possible to get men on much lower rates of pay; but whether they would be quite competent to perform the work required of them was doubtful. As regards the Boiler Inspector referred to by Mr. Belur Srinivasa Iyengar, he stated that the existing arrangement was a temporary one for carrying out the first inspection of boilers and for organising the work and that it was under consideration to employ a less expensive agency for the performance of this duty as early as possible. It is necessary that Government should carefully consider the staff requirements of departments for maintaining their standard of administration and they should be fully convinced that an appointment is unnecessary before they can decide on abolishing it.

With regard to the question of reducing the salaries of officers, the mover of the resolution referred to certain scales of pay said to obtain in certain distant countries. Such comparisons are not very helpful. If we compare the conditions in Mysore with those in the neighbouring British provinces, it will be seen that the general scale of salaries in the State is not very high. A general and radical reduction of salaries as a permanent measure cannot be made without the consideration of many important factors. It is an economic problem, having an intimate bearing on the efficiency of administration and it does not admit of an immediate or simple solution in the form of percentage reduction.

In conclusion, he would say that it was true that retrenchments had become necessary, that large reductions had been effected already wherever possible and that the question of effecting further reductions as opportunities offer would receive unremitting attention. But it was not possible to effect a wholesale scaling down of salaries in the manner suggested by the mover.

MR. P. SUBBARAMA CHETTY observed that there was a reduction of about Rs. 50 lakhs under capital outlay. He wanted to know whether some corresponding reduction in establishment charges of the concerned departments was not called for on that account.

THE FIRST MEMBER OF COUNCIL replied that, as a general rule, there would be less establishment when there is less works—allotment to expend. Owing to the contraction of the capital programme, reductions in the connected executive staffs have been made.

The resolution was then put to vote and *passed*, 78 voting for and 2 against.

Adjournment Motion.

MR. D. S. MALLAPPA moved the following adjournment motion:—

"That the House be adjourned to discuss a definite matter of urgent public importance and of recent occurrence, *viz.*, the Government Order on the committee's report to consider the question of the desirability of giving the District Boards their own engineering establishment."

In doing so, he said that, as a result of repeated representations of the members of the House that the District Boards should be allowed to have their own engineering establishments, Government appointed a committee consisting of officials and some representatives of the District Boards to consider the question and submit a report. That committee discussed the question at great length and recommended that the District Boards should be permitted to entertain their own separate engineering establishments for carrying on their works. But the Government did not accept that recommendation.

He said that the matter was a very important one. There were many roads under the control of District Boards. Under the present system, they had to get their works executed through the Public Works Department. That was not a satisfactory arrangement as the District Boards had neither powers of supervision whatsoever over the works,

nor were their suggestions or observations respected. They had only to pay for the works and be at the mercy of the Engineering Department for executing them in their own way. In many instances, the works executed by the Engineering Department had not been satisfactory to the District Boards, but still they were helpless to take any action. As an instance in point, he said that many defects were noticed by him—a layman without any technical knowledge—in the construction of the travellers' bungalow at Pavagada at the time of his taking possession of the building as the District Board President, but yet he could neither get details of expenditure nor satisfactory explanation for bad work. There were many such instances of unsatisfactory work and delay. Though the Government were convinced of the disadvantages of the present system and sympathised with the desire of the District Boards to manage their own public works, yet they had postponed issuing definite orders in the matter. In the Bombay and the Madras Presidencies, the District Boards entertained their own engineering establishments and, as a result thereof, they were able to maintain their roads in a very good condition.

Continuing, the speaker said that, for executing the works of the District Boards, they had not only to pay the expenditure on such works according to the estimates, but also a contribution of $17\frac{1}{2}$ per cent on the estimates as tools and plant charges. The District Boards were of the opinion that they could entertain their own engineering establishments within that amount and, in cases where that was not possible, Government might help them with funds. In this way, the District Boards would be in a position to get their works executed expeditiously and to their satisfaction. If the Government thought that the expenditure on the establishment would be more than the charges that the District Boards were at present incurring on tools and plant, then they could entrust the District Boards with the maintenance of the provincial roads within their jurisdiction, handing over to them, at the same time, the Government grants for such roads. This would save a lot of expenditure on establishments in the Public Works Department proper.

For these reasons, he commended the motion for the acceptance of the House.

MR. V. VENKATAPPA, in seconding the motion, said that it was a matter for regret that the Government did not accept the recommendation of the committee appointed by them to report on the matter.

Referring to the Bangalore District Board, he said that that body was contributing about Rs. 20,000 for expenditure on establishment for executing works costing about a lakh and odd rupees. He was of the opinion that it would be possible for the District Boards themselves to maintain a separate engineering establishment at that cost under their control to look after the works.

Mr. V. Venkatappa added that there were many disadvantages under the present system, the chief of them being that the District Boards had neither control over the works nor on the supervision exercised by the engineering officers. As an instance in point he said that the Engineering Department did not furnish details of expenditure on the Bangalore-Harohalli-Kankanhalli road about which there were numerous complaints. That was a road for the maintenance of which the District Board paid and it was not clear to him why the department should not furnish the details of works when asked for. If the District Boards resented the action of the Public Works Department and failed to make payments, the Comptroller would be authorised to adjust the expenditure from out of pass books of the District Boards. As a matter of fact, even a sub-overseer of the Engineering Department cared little for the District Boards even though they were making heavy contributions to that department. When the Bangalore District Board asked for a copy of the rates list, the department replied that they had no clerks to attend to that work and that some one might be deputed from the District Board Office for the purpose. That was the reply given to a District Board Office which was contributing Rs. 20,000 for establishments.

Mr. V. Venkatappa also said that, so long as the District Boards were under the control of the Deputy Commissioners, there were not many complaints as the people were afraid of complaining against government officers; but during the short period of the District Boards coming under the management of non-official members, there had been numerous complaints from the public in respect of the bad condition of the roads. The position of the District Boards had become very awkward in that they could neither pacify the public nor get their works executed to their satisfaction by proper supervision. There was no justification on the part of the Government to hold the District Boards responsible for the maintenance of roads in an efficient condition unless they were given entire control over the works for which they paid.

In conclusion, he said that, with a view to remedy the existing defects in the system, it was very necessary to permit the District Boards to have their own engineering establishments. Even if it entailed some additional cost to the District Boards, they would cheerfully bear it. Government should either accept the motion and give immediate effect to it or they should take over all the roads in the districts and maintain them at their own cost as in the case of provincial roads and relieve the District Boards from all responsibility and blame in the matter.

MR. B. GOPALACHAR also supported the motion. He said that the present anomalous position of the District Boards could be set right only by allowing them to have their own engineering establishments. The Engineering Department would concentrate their attention on provincial roads in the first instance, reserving the work of the District Boards towards the end of the year. As such, they could not attend to the needs of the district fund roads satisfactorily. Consequently these roads were in a bad condition and many complaints were pouring in. In recent years, Government had entrusted non-officials with heavy responsibilities by transferring to them the management of primary education also. He requested that Government might go a step further and comply with the request of the District Boards made in the motion under discussion. They might try the experiment for some time at least in one district to begin with.

MR. ABDUL AZEEZ said that the main cause for the unwillingness on the part of the Government to change the present system was that they were afraid that the establishment in the Engineering Department would have to be reduced to some extent. After all, the works to be executed by the District Boards were only minor works, such as repairs to roads, construction of culverts and the like. They did not require any technical or expert advice. Such works were being looked after by Sanitary Inspectors in minor municipalities. It was sufficient if the District Boards entertained the services of an Assistant Engineer to get their works done.

MR. R. SUBBA RAO said that, when the Bangalore and the Mysore City Municipalities could be permitted to have their own engineering establishments, there was no reason why the same privilege could not be extended to the District Boards as well.

MR. SYED KHAJA PEERAN said that, if the Government were prepared to reduce the contribution to be paid by the

District Boards for establishments by 50 per cent, he had no objection to the District Board works being executed by the Government as that would release a large amount of money for works.

MR. J. MAHOMED IMAM enquired whether the expenditure to the District Boards would be less if they were allowed to entertain special engineering establishments of their own.

THE DEWAN observed that calculations had shown that it would be at least double the amount now being paid by the District Boards by way of contribution.

MR. J. MAHOMED IMAM said that, if that was the case, he would oppose the motion. The District Boards had not enough money even for urgent works under the existing conditions. As a matter of fact, in the interests of economy, the Chitaldrug District Board contemplated the reduction in the number of Sanitary Inspectors. Under such circumstances, he thought that it was not right to increase expenditure unnecessarily on establishment charges.

Referring to the statement made by some of the members that, in the Madras and the Bombay Presidencies, the District Boards had their own establishments, he said that the districts there were very much bigger than those in the State and also richer. As against 300 or 400 miles of roads in the districts of the State, there were 1,000 and odd miles in each district there, and there was enough work for a separate engineering establishment. But the situation in the State was that the District Boards were not in a position to maintain a separate establishment of their own, and even if they did maintain one in spite of financial difficulty, there was not enough work for the establishment.

Mr. J. Mahomed Imam also pointed out that the technical control and supervision of the Public Works Department which the District Boards hitherto had would be lost to them the moment they entertained their own special establishment and that would be a great disadvantage to them.

For these reasons, he opposed the motion.

MR. M. S. LINGE GOWDA said that he had opposed similar representations in the past and would do so even on the present occasion. He was of opinion that the Public Works Department spent money more discreetly than the District Boards. In support of this statement, he said that the Bangalore District Board had wasted some Rs. 5,000 or Rs. 6,000 on a fair-weather road near Kankanhalli which the

Public Works Department would not have done. He however agreed with many of the previous speakers that the District Boards who paid for their works should have powers of supervision, control and inspection of works. To deny them these facilities was not just. Subject to the above conditions, he had no objection to the District Board works being executed by the Public Works Department. There was no object in the District Boards having their own engineering establishments and incurring larger expenditure on them.

Referring to the bad condition of he district fund roads, Mr. Linge Gowda said that it was due to the fact that sufficient allotments were not provided for them.

MR. H. C. DASAPPA said that, just as the city municipalities of Bangalore and Mysore, the District Boards also might be permitted to have their own engineering establishments. In the adjoining presidencies, the district fund roads were very much better than the provincial roads in the State and that was, to a very great extent, due to the existence of special engineering establishments under the control of the District Boards. The Government might introduce that system here also and transfer, if necessary, some of the provincial roads to the District Boards. If that was not possible, the Government might take over all the roads and leave the District Boards free.

He requested that, as the committee had recommended, the system might be tried as an experimental measure at least in the Mysore District and see what the District Board was capable of achievement.

On behalf of Government, THE CHIEF ENGINEER said that the reasons for Government not accepting the recommendations of the committee had been clearly set forth in the Government Order of 11th May 1932. As Mr. Mahomed Imam had pointed out, the District Boards would have to incur much heavier expenditure on establishments than they were at present incurring, and they would also be deprived of the benefit of technical advice, supervision and control of the departmental officers.

THE DEWAN observed that the existing system was quite satisfactory. The chief complaint against it appeared to be that the officers of the Public Works Department did not seem to care for the District Board Presidents. Government would issue necessary instructions to the effect that they should work in close consultation and co-operation with the Presidents of District Boards, and that all possible

facilities should be afforded to them to inspect the roads maintained from District Board funds.

He also said that, in the British Indian Provinces, it was possible for the District Boards to maintain their own engineering establishments on account of their larger area and income. The districts there were much bigger than those in Mysore and there was enough work for a separate establishment and they were in a position to employ a fairly highly paid staff. But that was not the case in Mysore. The utmost that any District Board in the State could pay to its officer was about Rs. 150 or Rs. 200 against about Rs. 800 to Rs. 1,000 paid to a District-Board Engineer in the adjoining presidencies. Besides that, it would not be possible for one Assistant Engineer to look after all the works in the district.

By permitting the District Boards to have their own engineering establishments, they would have to spend much more than what they were spending by way of contributions for tools and plant. According to the calculation of the committee, Mysore District Board would have to spend about Rs. 40,000 on establishment if they were permitted to have their own engineering establishment.

MR. B. S. PUTTASWAMY said that he had sent up three alternative schemes costing Rs. 25,000, Rs. 22,000 and Rs. 18,000, respectively, and that the third had the support of the committee. He requested that it might be tried for a period of three years in Mysore and its work watched. He also pointed out that there was one defect in the present system. The Engineering Department wanted that the money for every work should be paid immediately an estimate was sanctioned. On the amount being thus paid, even if the work was not taken up for some years, they would not return the money. As an instance in point, he said that, in respect of a maternity at Nanjangud, the District Board paid their contribution for a building several years back and although the work was not taken up, the department would not return the money in spite of several communications. They had one excuse or the other to put off payment. He asked why the District Board should lose interest on the money thus locked up.

THE DEWAN said that it was no doubt a defect in the particular case, but not an inherent defect in the system itself.

MR. B. S. PUTTASWAMY also pointed out that in the Mysore District works to the extent of Rs. 1,75,000 were

being carried out by the Public Works Department on which the District Board were required to pay a sum of Rs. 30,000 on tools and plant. There were several other works which the District Board themselves were carrying out with the staff of Sanitary Inspectors. As the management of primary education had now been entrusted to the District Board, it would be necessary to construct primary school buildings. All these works could be easily carried out by the District Board establishment within the amount now incurred on tools and plant. And even if an additional establishment was considered necessary to the extent of Rs. 40,000, it would easily come within the percentage of establishment cost now payable to the Public Works Department. He did not think that an Executive Engineer was necessary for such works. He also thought that the Government hesitated to permit the District Boards to have their own establishment, because they feared that the District Board contributions would be lost to them.

THE DEWAN observed that that was not of any great concern to Government. The main question to be considered was whether the change would really benefit the District Boards. If the District Boards were going to suffer by having their own establishments, it was not desirable to change the existing system.

MR. B. S. PUTTASWAMY said that there was no likelihood of the District Boards suffering under the proposed arrangement and that the new system might be tried at least in the Mysore District as an experimental measure.

MR. L. VEMA REDDY also supported the motion. He said that it would be possible for the District Boards to have their own establishments within the amounts now being paid by them as contributions to the Public Works Department.

CAPT. Y. V. AYYA enquired whether it would not be possible to make the work of the Engineering Department subject to the supervision and control of the District Boards at least for a period of one year as an experimental measure.

THE DEWAN observed that, so far as the district fund roads were concerned, the District Board officers would be given the powers of inspection and supervision and Government would issue necessary instructions to the officers of the Public Works Department in the matter.

MR. P. SUBBARAMA CHETTY said that the engineering establishment under the municipality at Bangalore had been doing very good work. The work of tarring the roads there which was done by the municipality was considered much

better than that done by the contractor in the commencement. It was necessary that the District Boards also should enjoy the privilege of having their own engineering establishment. Dual control was always unworkable. For instance, the Bangalore City Municipality was helpless in water supply matters though it was paying contribution to the department. He also said that the Bangalore City Municipality was spending about Rs. 27,000 on its engineering establishment and there was a proposal to retrench one or two Overseers.

With these remarks, he supported the motion.

MR. D. S. MALLAPPA had no objection to try for one year the arrangement proposed by the Dewan.

This was agreed to by the Government.

The Assembly adjourned at 6-15 P.M. to meet again at 12 NOON the next day.